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Costa Mesa Sanitary District SUSAN WILSON

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ALTERNATE

Fifth District

ALTERNATE

ALTERNATE

Santa Margarita Water District

Director

City of Buena Park ALTERNATE

PATSY MARSHALL Councilmember

RHONDA MCCUNE Representative of General Public

CHARLEY WILSON

PAT BATES Supervisor

ORANGE COUNTY

DATE:

June 20, 2007

TO:

Local Agency Formation Commission

FROM:

Executive Officer

LAFCO Intern

SUBJECT:

2007 CALAFCO Achievement Awards & Executive Board

Nominations

The 2007 CALAFCO annual conference, Sustainability: LAFCO's Role in Meeting the Challenge, will convene August 28-31 at the Hyatt Regency Hotel in Sacramento. CALAFCO utilizes its annual conference to present awards recognizing outstanding achievement within the LAFCO community. The CALAFCO awards committee invites all LAFCOs statewide to nominate people and/or agencies that deserve recognition for their contributions. Categories of honor include:

- Outstanding CALAFCO Member
- Distinguished Service Award
- Most Effective Commission Award
- **Outstanding Commissioner Award**
- Outstanding LAFCO Professional Award
- Outstanding LAFCO Clerk Award
- Project of the Year Award
- Government Leadership Award

Attachment A to this staff report includes Orange County LAFCO's proposed nominations for this year's achievement awards for the Commission's review.

JOYCE CROSTHWAITE Executive Officer

CALAFCO Executive Board Nominations

Additionally, the CALAFCO recruitment committee announced that it will accept nominations to the CALAFCO Executive Board through July 30th. The committee will hold the Executive Board election during the business meeting at the annual conference in Sacramento.

As part of Orange County's LAFCO's distinguished history of participation in CALAFCO, Peter Herzog was elected to the CALAFCO Executive Board in 2001, 2003 and 2005. His two year term will expire at June 20, 2007

RE: CALAFCO Achievement Awards & Board Nominations

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the close of this year's CALAFCO conference, but he has expressed an interest in being reelected to his city member seat.

Commissioner Herzog's recommendation form and candidate resume form is included as Attachment B to this report.

CALAFCO Voting Delegate

The CALAFCO by-laws call for each LAFCO to designate a voting delegate and notify CALAFCO's Executive Director in writing prior to the annual business meeting. Delegates may be commissioners or staff. You may also designate an alternate voting delegate. Staff is recommending that the Commission designate the Chair as the voting delegate and the Vice-Chair as the alternate voting delegate.

Recommendation

Staff recommends that the Commission:

- 1. Approve the achievement award nominations and Executive Board nomination, as presented, and authorize the Executive Officer to submit the nomination forms to CALAFCO.
- 2. Designate the Chair of the Commission as the voting delegate for the CALAFCO conference and the Vice-Chair as the alternate voting delegate.

Respectfully submitted,

CE CROSTHWAITE

CHRISTIAN PAPE

Attachments:

- A. CALAFCO Achievement Award Nominations
- B. CALAFCO Executive Board Nomination Forms

ATTACHMENT A

Distinguished Service Award JOHN WITHERS ORANGE COUNTY LAFCO SPECIAL DISTRICT COMMISSIONER

Reasons Why This Person or Agency Deserves to Be Recognized:

John Withers has served as a special district commissioner on Orange County LAFCO since 1994. He has twice served as OC LAFCO's chairman and served two years on the California Association of Local Agency Formation Commissions (CALAFCO) Executive Board. John has represented LAFCO in Sacramento before the legislature and is often called upon to speak about issues affecting special districts and LAFCO.

In addition to his professional activities and his association with LAFCO, John holds numerous elected and appointed positions in state, county, and local government, including more than 16 years as an elected director of the Irvine Ranch Water District and as a Governor's appointed Board member (and former Chairman) of the Santa Ana Regional Water Quality Control Board. He is especially proud to have been appointed to this Board by both Republican Governor Wilson and Democratic Governor Davis.

John's community activities include service as a director of the National Water Research Institute, director of the Urban Water Institute and the AB331 statewide Blue Ribbon Committee that works to remove obstacles to expanded use of recycled water.

Additionally, John has served in a variety of development and policy assignments including director of governmental affairs for the Orange County region of the Building Industry Association and as a legislative advocate in the state Capital in Sacramento for the California Building Industry Association.

John brings over 21 years of practical knowledge and experience in water resources development to LAFCO. He is well-respected in many influential circles throughout the County and the State and enthusiastically serves as a LAFCO liaison to local special districts and regional water quality control boards, bolstering OC LAFCO's effectiveness.

Distinguished Service Award SUSAN K. WILSON ORANGE COUNTY LAFCO PUBLIC COMMISSIONER

Reasons Why This Person Deserves to Be Recognized:

Susan Wilson has served as a member of Orange County LAFCO for over ten years, serving as Chair in 2001 and in 2005. As Orange LAFCO's Public Member, Susan has consistently ensured that the public's concerns have a strong voice on the Commission. She is a tireless advocate for the public and goes to extraordinary lengths to meet with community groups and interested parties to fully understand their issues. Susan has been active in several LAFCO subcommittees, including the Budget Committee, Executive Committee, Personnel Committee and Legislative Committee.

In addition to her association with LAFCO; Susan's community activities include service on the City of Mission Viejo Planning Commission, the South Orange County Chamber of Commerce Corporate Board of Directors, the Orange County Visual Arts Council Board of Directors, the Anaheim Angels Baseball Organization Advisory Board, and the Orange County Business Council.

Additionally, Susan has a long history of supporting public education issues, serving as a lobbyist in Sacramento and Washington, D.C., as Chairwoman of the Board of Directors of Instructional Television for Orange County, and as an officer for the California School Volunteer Partnership Association. Her professional career includes having served as a Public Information Officer for the Saddleback Valley Unified School District.

Most Effective Commission ORANGE LAFCo

Reasons This Agency Deserves to Be Recognized:

Orange County LAFCO has used the requirement for MSRs to engage various community groups in discussions about their future. As a direct result of the MSR program two water districts have reorganized saving residents approximately 60% in water rates while ensuring a reliable and healthy water system. In another part of Orange County, the MSR program was the catalyst for a large unincorporated island to begin an extensive community-lead process to look at governance options.

The MSR process also resulted in Orange LAFCO working with four cities, two special districts and a 23,000 acre development on a plan for future governance options for the developing areas in Southern Orange County. The governance plan, in turn, lead to LAFCO engaging Homeowner Associations (HOAs) in a discussion of the how HOAs and public agencies can work together. Orange LAFCO hosted a successful CALAFCO workshop "A New Form of Government: HOAs and Public Agencies Working Together."

OC LAFCO has also realized the value of trained and impartial facilitators to help community groups and agencies solve their problems. To that end, Orange LAFCO uses facilitators for applications with intractable issues. To help reduce the cost of using professional facilitators, Orange LAFCO also hosted a series of training seminars for staff of all funding agencies in order to develop a group of trainer facilitators throughout the County. The initial group attending the seminars is currently developing plans for additional training and has agreed to serve as mediators/ facilitators throughout the County.

Orange LAFCO's Unincorporated Islands Program is another example of success in a constantly shifting external environment. Of the 50 unincorporated small islands identified at the start of the program, 34 have been annexed.

OC LAFCO participates in state-wide issues through its involvement in CALAFCO. Commissioner Peter Herzog sits on the CALAFCO Executive Board and has served as the Board Secretary and Treasurer. Executive Officer Joyce Crosthwaite is a Deputy Executive Officer of CALAFCO. OC LAFCO coordinated and hosted the 2007 CALAFCO Staff & Clerks Workshop in Newport Beach, CA.

OC LAFCO also plays an active role in developing events for the Orange County Leadership Symposium for a coalition of regional agencies and elected officials. OCLS events are designed to help local elected officials develop the vision, collaboration, and planning skills needed to lead Orange County into the future.

Outstanding Commissioner ROBERT BOUER ORANGE COUNTY LAFCO CITY COMMISSIONER

Reasons Why This Person or Agency Deserves to Be Recognized:

Robert Bouer has devoted his life to service to others. Earning his M.D. from the University of Illinois, and a J.D. from Loyola University of Chicago, Bob embarked on a long and distinguished career in obstetrics and gynecology spanning more than 30 years. In addition to maintaining a private medical practice, he served as President of the Medical Staff for Cook County Hospital in Chicago, Illinois, served on the faculty of Northwestern Medical School, and was Department Chair and Program Director of the residency program at Saint Joseph Hospital and Health Center in Chicago, Illinois from 1983 to 1993. He was also an active member of the American Bar Association, the Illinois State Bar Association, and the Chicago Bar Association.

After retiring to California with his wife Margo in the late 1990s, Bob refused to stop giving to others. As a resident of the City of Laguna Woods, Bob has served on the Council since 2000 and as Mayor in 2001.

He was first appointed to LAFCO in 2000 as a city alternate member and became a voting member of LAFCO in 2005. In 2006, as a youthful 80-year old, Bob served with distinction as Orange LAFCO Chairman.

As a man who has dedicated his entire life to making a difference, Bob Bouer deserves this recognition.

Outstanding Commissioner ARLENE SCHAFER ORANGE COUNTY LAFCO SPECIAL DISTRICT COMMISSIONER

Reasons Why This Person or Agency Deserves to Be Recognized:

Commissioner Arlene Schafer has served as a special district member on Orange County LAFCO since 2001. She served on Orange County LAFCO's Special District and City Advisory Committee for five years prior to her service on the Commission. Her experience includes over 20 years of service to the City of Costa Mesa. Commissioner Schafer has a distinguished track record of holding several public and elected positions throughout Orange County that includes Executive Manager to the Chamber of Commerce and a term as Mayor of the City of Costa Mesa. She is currently serving her 8th term with the Costa Mesa Sanitation District. Ms. Schafer also is a board member for the Independent Special Districts of Orange County (ISDOC) and the California Special Districts Association representing District 6.

Ms. Schafer's expertise in addressing current issues facing Orange County, such as future growth and development, air and water quality, economic development, urban runoff has been valuable to our Commission as well as the 22 other boards in which she represents. When reviewing the diverse projects, from simple to complex boundary changes, that Orange County LAFCO considers, she continues to make her decisions based on sound policy and the best service. She rarely misses any meetings and does not hesitate to make herself available to attend community workshops when requested.

The list of boards on which Ms. Shafer sits continues to grow and is evident of her commitment to the citizens and constituencies in which she serves. She is a valuable asset to the residents of Orange County and California residents as a whole.

Outstanding LAFCO Professional ROBERT ALDRICH ORANGE COUNTY LAFCO Assistant Executive Officer

Reasons Why This Person or Agency Deserves to Be Recognized:

Assistant Executive Officer Bob Aldrich is a dedicated and reliable leader and an *indispensable* member of the Orange County LAFCO family. Bob is responsible for the overall management, planning, and analysis of LAFCO projects. He provides direction to staff and consulting teams on specific projects. He has also become a budget guru, heading OC LAFCO's annual budget development and tracking throughout the year.

Bob currently manages several projects, including the Municipal Service Review and Unincorporated Islands Programs. His involvement with these programs allows Bob to work collaboratively with municipal service providers and agencies to find more efficient and economical ways to provide local services to Orange County residents.

Bob served as OC LAFCO's Acting Executive Officer for a period of nine months in 2004, prior to Joyce Crosthwaite filling those shoes. With ease, he managed the office with very effective administrative skills. During this time, he provided leadership both internally and externally, while managing several routine and complex projects. Although Bob did not desire to fill the EO vacancy permanently himself, his continued competence and professionalism as Assistant Executive Officer remains an asset to the office. Bob's guidance and warm personality are well respected by his co-workers as well as many Orange County agencies and communities.

Bob has worked in local government (city, county and regional) for 25 years, primarily in the urban planning arena. His work in the public sector has given him broad experience in the development and implementation of city and county General Plans, zoning codes, and master planned communities as well as in the administration and implementation of affordable housing programs. He brings all this to LAFCO . . . and so much more!

Outstanding LAFCO Professional JOYCE CROSTHWAITE ORANGE COUNTY LAFCO

Reasons Why This Person or Agency Deserves to Be Recognized:

Joyce has served as Executive Officer of Orange County LAFCO since 2004, returning to the agency after an earlier period as Orange LAFCO Assistant Executive Officer from 1995-98. Orange County is nearing build-out with 34 cities and 26 independent special districts. Many of the major incorporations and annexations have been completed. The remaining boundary issues are complex, layered, and often mired in historical and political baggage that have bogged down any meaningful progress. Joyce deserves recognition for her ability to:

- generate innovative solutions to complicated problems;
- strategically leverage LAFCO's ability to influence districts, cities and property owners; and
- use facilitated discussions as a means to bring divergent parties together to resolve long-standing LAFCO issues.

Below are a couple of examples of Joyce's creative problem-solving and active leadership:

Rancho Mission Viejo Governance Strategy

The unincorporated Rancho Mission Viejo (the "Ranch") area in South Orange County represents the last large, developable landholding in the County. No long-term governance plan for this area was included in County approvals for this area. During the Municipal Service Review (MSR) for South County, Joyce convened a stakeholder working group to resolve future governance issues for both existing and proposed development in unincorporated areas. With consultant assistance, Joyce developed a governance model which could be applied to both developed/inhabited and developing areas alike. The model includes triggers that when reached would transition the area from County governance to more self sustaining forms of governance such as a Community Services Area to an independent Community Services Districts (CSD) and potentially incorporation.

Tonner Hills Annexation Project

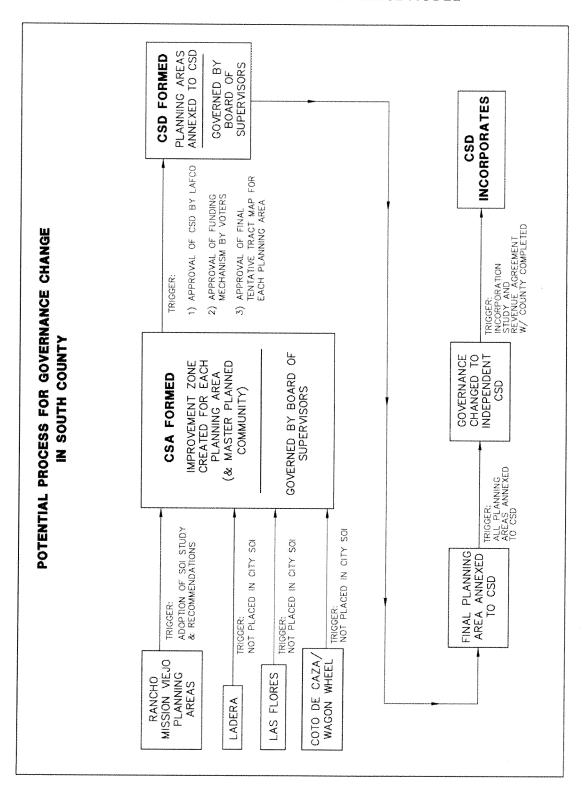
Joyce was pivotal in breathing new life into an essentially dead-end discussion over the annexation of a large (795 acres) area within the City of Brea sphere of influence. The territory had been entitled through the County for the development of 725 homes, parks and other ancillary uses. Services could efficiently be extended through the City of Brea but the landowner and the City had reached an impasse over permitting, development standards, and fees, and it looked like the project would result in the creation of a long-term unincorporated island being served inefficiently by the County. Prior to Joyce's involvement, LAFCO staff and legal counsel had spent nearly five

years with the County, City and landowners attempting to resolve the issues that would prevent any hope of annexation of this area to Brea.

In March 2005, LAFCO staff convened the Tonner Hills Working Group and initiated a new, focused discussion process. The group held seven meetings, convening every three to four weeks for a pre-determined period of six months. Adding her own assertive leadership style, Joyce would not take "no" for an answer and pushed the boundaries of the discussion, holding the parties to their commitments. At the outset, she made it clear that if agreement on the outstanding issues was not reached by the agreed-upon deadline, it would be up to the City, County or landowner to explain to LAFCO why agreement was not reached. Significant progress was made on almost all of the key issues during the working group's six month effort. The revived process resulted in the creation of a pre-annexation agreement, a cooperative processing agreement, and terms and conditions that led to the successful annexation of the area to the City of Brea in 2006.

Further, Joyce is a Deputy Executive Officer to CALAFCO and plays a very active role in that regard. For example, since returning to Orange County LAFCO in 2004, she has developed and led one or more sessions at each of the CALAFCO annual conferences and staff/clerk workshops. She assembled a CALAFCO University session, "A New Form of Government: HOAs & Public Agencies Working Together," which was attended by more than 50 people in July 2006. She, along with her staff, coordinated this year's CALAFCO Staff & Clerk's workshop in Newport Beach, CA. Joyce was successful in obtaining the sponsorship of several well-known companies, such as Southern California Edison and the Irvine Company, for the event. Orange LAFCO staff's hard work and great coordination of the program yielded results.

SOUTH ORANGE COUNTY GOVERNANCE MODEL



Outstanding LAFCO Clerk DEBBIE SCHUBERT VENTURA COUNTY LAFCO

Reasons Why This Person or Agency Deserves to Be Recognized:

OC LAFCO's nomination is Debbie Schubert in conjunction with Ventura LAFCO. The joint nomination form will be drafted by Everett Millais with Ventura LAFCO. Whatever Ventura LAFCO and Everett Millais says about Debbie, we'll agree!

PROJECT OF THE YEAR GOVERNANCE STUDY FOR RANCHO MISSION VIEJO ORANGE COUNTY LAFCO

Reasons Why This Project Deserves to Be Recognized:

BACKGROUND

The unincorporated Rancho Mission Viejo (the "Ranch") area in South Orange County represents the last large, developable landholding in Orange County. Development of this area was entitled through the County and includes up to 14,000 residential units and small numbers of commercial sites in southeastern Orange County between the cities of Mission Viejo, Rancho Santa Margarita, San Clemente, and San Juan Capistrano. The existing, well-established communities of Coto de Caza, Ladera Ranch and Las Flores, located north and west of the proposed Ranch plan site, remain unincorporated and are not part of any city's sphere of influence.

The County did not include any long-term governance plan for this area as part of its approvals for this area. Annexation of the Ranch areas to neighboring cities was neither desired nor necessarily the most efficient or cost effective choice given the location of the proposed development.

In addition to the proposed Ranch development, the agencies and communities affected by the Ranch development included four cities, three unincorporated communities, and two special districts, as well as the County of Orange:

City of San Clemente	City of San Juan Capistrano
City of Mission Viejo	City of Rancho Santa Margarita
Ladera Ranch (unincorporated	Las Flores (unincorporated community)
community)	
Coto de Caza (unincorporated	Rancho Mission Viejo (unincorporated
community)	community)
Trabuco Canyon Water District	Santa Margarita Water District
County of Orange	

Since the County of Orange had expressed a desire to eventually stop providing municipal-level services to unincorporated areas, governance options for these areas were limited to annexation or incorporation. Therefore, future governance options were a major component of the MSR study that Orange County LAFCO conducted as well as the focus of the stakeholder working group process.

MSR REPORT AND PROCESS

The South Orange County Municipal Service Review required months of in-depth analysis and problem solving broken down into four phases:

- 1. The first phase was the preparation the draft MSR report.
- 2. The second phase was the stakeholder working group (SWG) meetings.

- 3. The third phase of the MSR process was the Commission's consideration of the proposed spheres of influence, the MSR report, and the governance strategy document.
- 4. The four phase is the continuing education of the agencies and communities on future governance challenges.

The future of the area has been a matter of countywide study and interest for years. Former Orange County Supervisor Tom Wilson convened a group in 1994 that spent two years studying opportunities and constraints for the entire southern Orange County area. The focus of that effort was encouraging a comprehensive look at regional issues, including governance. The Orange County LAFCO Commission directed staff to support that effort and to continue pursuing options for future governance.

During the development of the South County draft MSR, a stakeholder working group ("SWG") comprised of representatives from each of the stakeholder agencies and unincorporated communities were convened. With consultant assistance the SWG met over several months to resolve future governance issues for both existing and proposed development in unincorporated areas. One of the issues that continued to arise was the presence of Home Owners Associations (HOAs) as another form of governance.

Because the HOAs sometime had limited contact with the County, the cities, the special district and LAFCO, a large part of the effort of the SWG was to educate everyone on the intersection between HOAs and public agencies. CALAFCO sponsored a "University" class on the subject and the attendees include a majority of the SWG.

The result of the joint LAFCO-SWG efforts was a collaboratively-developed governance model which can be applied to both developed/inhabited and developing areas alike. The governance model includes triggers that, when reached, transition the area from County governance to more self-sustaining forms of governance. Established communities can enter the model at different stages as the need for services evolves, possibly leading to incorporation of the entire area at some point in the future.

Implementation of some type of governance strategy is particularly critical at this time due to timing of the proposed Rancho development. While the MSR report identified a range of potential government structure options for the unincorporated areas, none of the agencies have implemented any of the potential government structure options at this time.

To fully appreciate the amount of work that went into this project, I encourage you to peruse the governance strategy and MSR staff report, both of which are attached.

Government Leadership Award ORANGE COUNTY BOARD OF SUPERVISORS ORANGE COUNTY LEAGUE OF CITIES and ORANGE COUNTY LAFCO

Reasons Why These Agencies and Groups Deserves to Be Recognized:

For the past seven years, a focus of the Orange County Board of Supervisors, Orange County LAFCO and the Orange County League of Cities, along with 14 cities in Orange County, has been the transition of unincorporated territory to municipal jurisdictions. All of these organizations and agencies have worked cooperatively and collaboratively on the *Orange County Islands Program*. The state legislature provided support to these efforts through the passage of Assembly Bill 1555 (Longville) in 1999 which significantly streamlined the annexation process for small islands. All the participants in the Orange County Island Program supported legislation to extend the date of the legislation.

The *Orange County Small Islands Program* was initiated in 2000 with the goal of facilitating the annexation of identified 50 small unincorporated islands (under 150 acres) located in 14 cities within Orange County. The program was jointly funded by LAFCO, the cities and the County.

Because residents in the island do not have the right of protest, the County, LAFCO and the annexing city participated in an extensive community public outreach and education program. The purpose of these community meetings was to ensure that residents understood the benefits and challenges involved in annexation. In addition, fiscal impact analyses of island annexations were completed to individually assess the annexation costs and revenues to the annexing jurisdiction. The fiscal impact studies were also jointly funded and were used as public education tools as well as informing the cities of the costs of annexing an island.

Over the last seven years, 37 of the County's 50 small islands have been successfully annexed. A side benefit has been that several cities with islands over 150 acres have approached the County and LAFCO regarding annexation of their islands. In addition the County of Orange is exploring innovative service models with the cities that have not annexed their small islands to ensure that residents of the islands have the most efficient service.

ATTACHMENT B



Board of Directors Recommendation Form

Recommendation to the CALAFCO Nominations Committee

In accordance with the Election Procedures of CALAFCO, the Orange LAFCo nominates <u>Peter</u>

<u>Herzog</u> for the City position on the CALAFCO Board of Directors to be filled by election at the next Annual Conference.

LAFCo Chair

Date: June 20, 2007

NOTICE OF DEADLINE

Nominations must be received by **30 July 2007** to be considered by the Nominations Committee. Send completed nominations to:

CALAFCO Nominations Committee c/o Elliot Mulberg Monterey LAFCo P.O. Box 1369 132 West Gabilan Street, Suite 102 Salinas, CA 93902

Date Received



Board of Directors Candidate Resume Form

Recommended By: Orange LAFCo June 20, 2007 Date: Category (please check one): X City ☐ County ☐ Special District ☐ Public Candidate Name Peter Herzog Address 20932 Coventry Lane, Lake Forest, CA 92630 Phone Voice: (949) 859-3309 Fax: (949) 830-6232 e-mail pherzog@cox.net

Personal Information:

I am an attorney by profession and have dedicated a large portion of my life to public service on the local, county and state levels. I was elected to my first term on the Lake Forest City Council in 1994 and was selected as Mayor of the City of Lake Forest in 1998, 1999, 2004 and 2005.

In addition to my commitment to and active involvement with LAFCO, I serve on various committees for the League of California Cities and am a Charter Member of the Lake Forest Kiwanis Club.

LAFCo Experience:

I have served as a city member to Orange County LAFCO since May 1996. I had the honor of serving as Vice Chair in 2001 and Chair in 2002. I have served on LAFCO's leglislative committee and the budget committee responsible for guiding the implementation of AB 2838 fiscal reforms for OC LAFCO. I was also a member of the executive committee that developed and is now closely monitoring OC LAFCO's Municipal Service Review Program.

My involvement with LAFCO has extended to my participation in the California League of Cities. I have served as panelist on LAFCO issues at various conferences and was a member of the League of Cities working group on AB 2838 as it was reviewed and passed through the state legislature. Additionally, I served as Chair of the Orange County Division Task Force on Spheres of Influence, a 2 ½ year project.

CALAFCO Experience:

I have served on the CALAFCO Executive Board of Directors since 2001. These past six years have been challenging ones for CALAFCO. I believe that your Board of Directors has moved the CALAFCO organization to a higher, more respected level statewide. We have created an atmosphere where the opinions and expertise of the LAFCOs are sought out, and our relationships with our statewide partners have been strengthened. I look forward to being a continued part of that effort as your Board member.

In addition to my attendance at CALAFCO annual conferences, I have frequently been asked to speak statewide on legislation affecting local and state government, including testimony provided to the Hertzberg Commission CLG 21. I then served on the OPR Working Committee related to the development of service review guidelines from 2001 to 2003.

Availability:

I offer my continued flexibility to be available as needed.

Other Activities or Comments:

My history in public service is demonstrative of my commitment to the citizens and constituencies in which I serve. I offer a proven track record and believe that my extensive experience and legislative knowledge would make me a valuable asset to the CALAFCO Executive Board.

NOTICE OF DEADLINE

Nominations must be received by **30 July 2007** to be considered by the Nominations Committee. Send completed nominations to:

CALAFCO Nominations Committee c/o Elliot Mulberg Monterey LAFCo P.O. Box 1369 132 West Gabilan Street, Suite 102 Salinas, CA 93902